

# SHADOW HABITATS REGULATIONS ASSESSMENT

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# 1 INTRODUCTION

RPS was commissioned by RES to undertake a shadow Habitats Regulations Assessment (HRA) for a proposed project on land adjacent to the south and east of 6 Magheraboy Road, Ballymena.

The Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended) provide for the protection of habitats and species of European importance through the designation of European sites as part of the UK national site network. European sites are defined as Special Areas of Conservation (SAC) or Special Protection Areas (SPA).

The Regulations also set out the requirement that any plan or project not directly connected with or necessary to the management of a European site and likely to have a significant effect on a European site (either alone or in combination with other plans or projects) will be subject to appropriate assessment of the implications for the European site in view of the site's conservation objectives.

HRA is the process that considers the implications of a plan or project, either individually or in combination with other plans and projects, on a European site. The following report will therefore assist the Competent Authority in fulfilling its duties in accordance with Regulation 43(1) of the Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended).

### **1.1 Habitats Regulations Assessment**

HRA consists of a staged approach (EC 2021) with each stage determining whether a further stage in the process is required.

**Stage One: Screening** - the process which identifies the likely impacts upon a European site of a project or plan, either alone or in combination with other projects or plans, and considers whether these impacts are likely to have a significant effect on the European site in view of the site's conservation objectives;

**Stage Two: Appropriate Assessment** - the consideration of the impact of the project or plan, either alone or in combination with other projects or plans, on the integrity of the European site with respect to the site's structure and function and its conservation objectives. Additionally, where there are adverse impacts, an assessment of the potential mitigation of those impacts;

**Stage Three: Derogation** - the process which examines alternative solutions to achieving the objectives of the project or plan that avoid adverse impacts on the integrity of the European site and an assessment of suitable compensatory measures that are put in place where, in the light of an assessment of Imperative Reasons of Overriding Public Interest (IROPI), it is deemed that the project or plan should proceed.



# 2 METHODOLOGY

### 2.1 Guidance Documents

The Environment and Heritage Service of the then Department of the Environment for Northern Ireland published '*Habitats Regulations guidance notes for competent authorities*' (EHS, 2002). Their purpose was to help competent authorities and others with an interest in such sites interpret and implement the Habitats Regulations and were intended to provide a framework for making judgements under the Regulations in order to promote consistency amongst decision-makers.

In addition to the guidelines published by the former Department, the European Commission has published a number of documents which provide a significant body of guidance on the requirements of AA, most notably including, 'Assessment of Plans and Projects Significantly Affecting Natura 2000 sites – *Methodological Guidance on the Provisions of Article 6(3) and (4) of the Habitats Directive 92/43/EEC* (EC, 2021), which sets out the principles of how to approach decision making during the AA process.

These guidelines have been followed in the preparation of this report. The following list identifies these and other pertinent guidance documents:

- Communication from the Commission on the Precautionary Principle., Office for Official Publications of the European Communities, Luxembourg (<u>EC, 2000</u>);
- Managing Natura 2000 Sites: the provisions of Article 6 of the 'Habitats' Directive 92/43/EEC, Office for Official Publications of the European Communities, Luxembourg (<u>EC, 2000b</u>);
- Assessment of plans and projects significantly affecting Natura 2000 sites: Methodological guidance on the provisions of Articles 6(3) and (4) of the Habitats Directive 92/43/EEC. Office for Official Publications of the European Communities, Brussels (<u>EC, 2001</u>);
- Habitats Regulations Guidance Notes for Competent Authorities. Environment and Heritage Service. Belfast (EHS, 2002) [*not available online*];
- Guidance document on Article 6(4) of the 'Habitats Directive' 92/43/EEC Clarification of the concepts of: alternative solutions, imperative reasons of overriding public interest, compensatory measures, overall coherence, opinion of the commission. Publications Office of the European Union, Luxembourg (EC, 2007);
- The Appropriate Assessment of Plans in Northern Ireland. RSPB, Belfast (RSPB, 2008);
- Estuaries and Coastal Zones within the Context of the Birds and Habitats Directives Technical Supporting Document on their Dual Roles as Natura 2000 Sites and as Waterways and Locations for Ports. Publications Office of the European Union, Luxembourg (<u>EC</u>, 2009);
- Interpretation Manual of European Union Habitats. Version EUR 28. Publications Office of the European Union, Luxembourg (<u>EC, 2013</u>);
- European Commission Notice C(2018) 7621 'Managing Natura 2000 Sites: the provisions of Article 6 of the 'Habitats' Directive 92/43/EEC', Office for Official Publications of the European Communities, Luxembourg (EC, 2019);
- Institute of Air Quality Management 'A guide to the assessment of air quality impacts on designated nature conservation sites (Version 1.1)' (<u>IAQM, 2020</u>); and

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European Commission Notice C(2021) 6913 'Assessment of plans and projects in relation to Natura 2000 sites – Methodological guidance on Article 6(3) and (4) of the Habitats Directive 92/43/EEC', Office for Official Publications of the European Communities, Luxembourg (EC,2021).

EC (2000) notes that the implementation of an approach based on the precautionary principle should start with a scientific evaluation, as complete as possible, and where possible, identifying at each stage the degree of scientific uncertainty, and also that decisions taken based on the precautionary principle should be maintained so long as scientific information is incomplete or inconclusive. EC (2001) notes also that predicting the response of a receptor to a disturbance effect can be difficult and, in the absence of firm scientific information, requires a precautionary approach.

## 2.2 Likely Significant Effects

The Commission's 2018 Notice (EC, 2019) advises that the appropriate assessment procedure under Article 6(3) is triggered not by the certainty but by the likelihood of significant effects, arising from plans or projects regardless of their location inside or outside a protected site. Such likelihood exists if significant effects on the site cannot be excluded. The significance of effects should be determined in relation to the specific features and environmental conditions of the site concerned by the plan or project, taking particular account of the site's conservation objectives and ecological characteristics.

The threshold for a likely significant effect is treated as being above a *de minimis* level. A *de minimis* effect is a level of risk that is too small to be concerned with when considering ecological requirements of an Annex I habitat or a population of Annex II species present on a European site necessary to ensure their favourable conservation condition. If low level effects on habitats or individuals of species are judged to be in this order of magnitude and that judgment has been made in the absence of reasonable scientific doubt, then those effects are not considered to be likely significant effects.

The analysis involved in Stage One Screening is described in EC (2021) as comprising four steps:

- ascertaining whether the plan or project is directly connected with or necessary to the management of a European site;
- identifying the relevant elements of the plan or project and their likely impacts;
- identifying which (if any) European sites may be affected, considering the potential effects of the plan or project alone or in combination with other plans or projects;
- assessing whether likely significant effects on the European site can be ruled out, in view of the site's conservation objectives.

Case law of the court of Justice of the European Union (CJEU) has confirmed that a significant effect is triggered when:

- there is a probability or a risk of a plan or project having a significant effect on a European site;
- the plan is likely to undermine the site's conservation objectives; and
- a significant effect cannot be excluded on the basis of objective information.

EC (2021) defines a likely significant effect as being "any effect that may reasonably be predicted as a consequence of a plan or project that would negatively and significantly affect the conservation objectives established for the habitats and species significantly present on the European site. This can result from either on-site or off-site activities, or through combinations with other plans or projects".



The requirement that the effect in question be 'significant' exists in order to lay down a *de minimis* threshold – thus, plans or projects that have no appreciable effect on the site are thereby excluded.

EHS (2002) notes that any effect that may reasonably be predicted as a consequence of a plan or project that may affect the conservation objectives of the features for which the site was designated but excluding *de minimis* or inconsequential effects.

## 2.3 In-Combination Effects

Article 6(3) of the Habitats Directive requires that in-combination effects with other plans or projects are also considered. As set out in the Commission's 2018 Notice (EC, 2019), significance will vary depending on factors such as magnitude of impact, type, extent, duration, intensity, timing, probability, cumulative effects and the vulnerability of the habitats and species concerned. Whilst the Directive does not explicitly define which other plans and projects are within the scope of the in-combination provision of Article 6(3), it is important to note that the underlying intention of this provision is to take account of cumulative impacts, and these will often only occur over time.

In addition, other plans or projects which are completed, approved but uncompleted, or proposed have been considered. EC (2019) specifically advises that "as regards other proposed plans or projects, on grounds of legal certainty it would seem appropriate to restrict the in-combination provision to those which have been actually proposed, i.e. for which an application for approval or consent has been introduced".

EC (2021) additionally advises that -

- an in-combination assessment is often less detailed at the screening stage than in the appropriate assessment;
- there is still a need to identify all other plans or projects that could give rise to cumulative impacts with the plan or project in question and
- if this analysis cannot reach definitive conclusions, it should at least identify any other relevant plans and projects that should be scrutinised in more detail during the appropriate assessment.

### 2.4 Mitigation Measures

In determining whether or not likely significant effects will occur or can be excluded during Stage One Screening measures intended to avoid or reduce the harmful effects of the proposed project on European sites, (i.e. "mitigation measures") or best practice measures have not been taken into account. This approach is consistent with up-to-date EU guidance (EC,2019; EC,2021) and the case law of the Court of Justice of the European Union (CJEU):

EC (2001) states that "project and plan proponents are often encouraged to design mitigation measures into their proposals at the outset. However, it is important to recognise that the screening assessment should be carried out in the absence of any consideration of mitigation measures that form part of a project or plan and are designed to avoid or reduce the impact of a project or plan on a Natura 2000 site". This direction in the European Commission's guidance document is unambiguous in that it does not permit the inclusion of mitigation at screening stage.

In April 2018, the Court of Justice of the European Union issued a ruling in case C-323/17 *People Over Wind & Peter Sweetman v Coillte Teoranta* ("People Over Wind") that Article 6(3) of Directive 92/43/EEC must be interpreted as meaning that, in order to determine whether it is necessary to carry out,

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subsequently, an appropriate assessment of the implications, for a site concerned, of a plan or project, it is not appropriate, at the screening stage, to take account of the measures intended to avoid or reduce the harmful effects of the plan or project on that site. The judgment in People Over Wind is further reinforced in EC (2019) and EC (2021) which refers to CJEU Case C-323/17.

## 2.5 **Conservation Objectives**

The Habitats and Birds Directives aim to ensure that all Annex I habitats and Annex II species are maintained or restored to Favourable Conservation Status (FCS).

The Conservation Objectives for each European site are to maintain or restore the Favourable Conservation Status (FCS) of the Qualify Features

of the Annex I habitats and/or the Annex II species for which a SAC has been designated; and to maintain the FCS of the populations of special conservation interest species for which a SPA has been notified.

The conservation status of an Annex I habitat is favourable when:

- its natural range, and area it covers within that range, are stable or increasing; and
- the specific structure and functions which are necessary for its long-term maintenance exist and are likely to continue to exist for the foreseeable future; and
- the conservation status of its typical species is favourable.

The conservation status of an Annex II species is favourable when:

- population dynamics data on the species concerned indicate that it is maintaining itself on a long-term basis as a viable component of its natural habitats; and
- the natural range of the species is neither being reduced nor is likely to be reduced for the foreseeable future; and
- there is, and will probably continue to be, a sufficiently large habitat to maintain its populations on a long-term basis.



# **3 STAGE ONE: SCREENING**

### 3.1 Introduction

The screening assessment examines the likely effects of the project, either alone or in combination with other projects or plans, upon European sites and considers whether it can be objectively concluded that the effects will not be significant. The screening assessment is carried out in the absence of any consideration of mitigation measures that form part of the project and are designed to avoid or reduce the impact of the project on a European site (EC 2002). Mitigation measures are defined as 'measures aimed at minimising or even cancelling the negative impact of a plan or project during or after its completion' (EC 2000).

## 3.2 Management of the Site

Projects related to the conservation management of a European site are generally excluded from assessment (EC 2000). The proposed project is not directly connected with or necessary to the management of any European site and is therefore subject to assessment.

## **3.3 Description of the Project**

### 3.3.1 Proposed Project

The site is located within a parcel of agricultural fields adjacent to the south and east of 6 Magheraboy Road, Ballymena. This is a single shallow and fast flowing stream, which is a tributary of the River Bann, located along the northern and parts of the eastern boundary. The site primarily consists of improved grassland with bordering scrub and hedgerows / treelines and additional sections of existing hardstanding and amenity grassland associated with the Magheraboy Road, private lanes and grassy verges.

### 3.3.2 Zone of Influence

The Zone of Influence (ZoI) for a project is the area over which ecological features may be affected by biophysical changes as a result of a proposed project and its associated activities.

These include European sites located within the boundary of the project; European sites in immediate proximity to the boundary of the project; and European sites outside the boundary of the project that may be connected to the project through an identifiable impact pathway.

The proposed project is located within two agricultural fields, situated adjacent to a tributary of the River Bann.

The tributary of the River Bann is located upstream to a number of international and national designations of conservation interests associated with, and within proximity to The River Bann. The River Bann and surrounding area is subject to a number of designations including the Bann Estuary SAC, Magilligan SAC and Skerries and Causeway. The site is hydrologically linked to these European sites which are located between 34.1 – 42.8 km downstream of the site and are therefore considered to be within the ZoI of the project. **Table 1** below lists the European sites within the ZoI of the project and their qualifying interests.

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These European sites are therefore considered in the subsequent screening assessment of the sHRA. The location of the proposed project in relation to these European sites is illustrated in **Figure 2 European Sites**.

Designated Site/Feature	Distance from Site (km)	Description	
Bann Estuary SAC	34.1 km (hydrological distance)	<ul> <li>Fixed dunes with herbaceous vegetation ("grey dunes")</li> <li>Atlantic salt meadows</li> <li>Embryonic shifting dunes</li> </ul>	
		Shifting dunes along the shoreline with Ammophila arenaria ("white dunes")	
Magilligan SAC	42.1km (hydrological distance)	<ul> <li>Fixed dunes with herbaceous vegetation ("grey dunes")</li> <li>Dunes with Salix repens ssp. argentea (<i>Salicion arenariae</i>)</li> <li>Humid dune slacks</li> <li>Embryonic shifting dunes</li> <li>Euphydryas (Eurodryas, Hypodryas) aurinia</li> <li><i>Petalophyllum ralfsii</i></li> <li>Shifting dunes along the shoreline with Ammophila arenaria</li> </ul>	
Skerries and Causeway SAC	42.8km (hydrological distance)	<ul> <li>Sandbanks which are slightly covered by sea water all the time</li> <li>Reefs</li> <li>Submerged or partially submerged sea caves</li> <li>Harbour porpoise</li> </ul>	

### 3.4 European Sites

#### 3.4.1 Bann Estuary SAC

#### 3.4.1.1 Description of the Site

The Bann Estuary was proposed as a SAC in 2007, and it is 347.94 ha in extent. The primary reason for designation is the presence of various dune systems including grey dunes, shifting white dunes and embryonic shifting dunes in addition to the adjacent Atlantic salt meadows. Full details of the qualifying features and conservation objectives can be found in the Bann Estuary SAC guidance and literature (DAERA, 2015).

There is a hydrological connection from the proposed project to the Carlingford Shore SAC via the tributary of the Bann River. The site boundary is immediately adjacent to the banks of this watercourse providing a total impact pathway of ~ 34.1 km.

The existing threats and pressures on the Bann Estuary SAC include human recreation, vehicle access on beach, historical management, sea buckthorn, golf course development, grazing, dune slack communities, boating disturbance, channel dredging programme, beach sand removal, dune sand removal, nitrogen deposition, changes to surrounding land use and climate change. Based on the current proposal, works are not predicted to ether contribute or reduce the existing threats and pressures.



### 3.4.1.2 Impact Prediction

Pre-construction vegetation clearance to accommodate the new proposed access lane could lead to an increase in suspended solids and potential for hydrocarbon spillage through vehicle movements and refuelling. The construction phase of the new access lane will have potential for hydrocarbon spillage and pollution via cement while securing the precast concrete. However, the only water dependant qualifying feature is saltmarshes in addition to the location of the proposed project being approximately 34.1 km hydrologically from the Bann Estuary SAC, and contractors are to also implement normal good practice measures when working in / or close to water, therefore no direct impacts are predicted on the European site. If a small quantity of polluting substances, such as construction related sediment was to be washed into the River Bann it would not result in likely significant effects on the Bann Estuary SAC due to the dilution factor (34.1 km of watercourse which would dilute the elevated concentrations to background levels by the time they reached the site). The substances would be diluted to de minimis levels by the time they reach the habitats of the European site.

Due to the nature of the proposal being for battery storage, no significant effects associated with the operation of the project are predicted.

In the context of these qualifying interests, the potential for likely significant water quality and habitat deterioration effects as upon Bann estuary SAC **can be excluded at screening stage**, in the absence of mitigation measures.

### 3.4.2 Magilligan SAC

#### 3.4.2.1 Description of the Site

Magilligan SAC was proposed as a SAC in 2008 and is 1058.22 ha in extent. The primary reason for designation is the presence of various dune systems including dunes with Salix repens spp. Argentea (Salicion arenariae), grey dunes, shifting white dunes, embryonic shifting dunes, and humid dune slacks. These systems support species of notable biological interest including marsh fritillary and petalwort. Full details of the qualifying features and conservation objectives can be found in the Magilligan SAC guidance and literature (DAERA, 2015).

There is a hydrological connection from the proposed project to the Magilligan SAC via the tributary of the River Bann. The site boundary is immediately adjacent to the banks of this watercourse providing a total impact pathway of ~ 42.1 km.

The existing threats and pressures on the Magilligan SAC include grazing, sea buckthorn, military use, disruption to natural sediment regime, recreation, nitrogen deposition, changes to surrounding land use and climate change. Based on the current proposal, works are not predicted to ether contribute or reduce the existing threats and pressures.

#### 3.4.2.2 Impact Prediction

The proposed project is not located within Magilligan SAC and there will be no land take and no loss of or disturbance to habitats within the European site. There is a weak hydrological connection from the proposed project to Magilligan SAC via the shallow fast flowing stream along the north and east boundaries flowing for an approximate distance of 42.1 km (hydrological distance) downstream of the site. This includes the tributary, River Bann and the North Atlantic Ocean. However, there are no water dependant qualifying features within the Magilligan SAC.

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Due to the nature of the proposal being for battery storage, no significant effects associated with the operation of the project are predicted.

In the context of these qualifying interests, the potential for likely significant water quality and habitat deterioration effects as upon Magilligan SAC **can be excluded at screening stage**, in the absence of mitigation measures.

### 3.4.3 Skerries and Causeway SAC

#### 3.4.3.1 Description of the Site

The Skerries and Causeway was proposed as a SAC in 2010 and it is 10,862 ha in extent. The primary reason for designation is the presence of reefs, sandbanks which are slightly covered by sea water all the time, submerged and partially submerged sea caves, harbour porpoise, common seal, grey seal, and bottlenose dolphin. Full details of the qualifying features and conservation objectives can be found in the Skerries and Causeway SAC guidance and literature (DAERA, 20174).

There is a hydrological connection from the proposed project to the Skerries and Causeway SAC site via the tributary of the Bann River. The site boundary is immediately adjacent to the banks of this watercourse providing a total impact pathway of ~ 42.8 km.

The existing threats and pressures on the Skerries and Causeway SAC include aggregate extraction / maerl extraction, agriculture and forestry, aquaculture, diving, coastal and marine development, discharge of commercial effluent or sewage, disposal of dredge spoil, marine litter, commercial fishing, marine traffic, marine renewables, scientific research, geological surveys and military exercises, wildlife watching trips and climate change. Based on the current proposal, works are not predicted to ether contribute or reduce the existing threats and pressures.

#### 3.4.3.2 Impact Prediction

The Northern Ireland Marine Map Viewer highlights historical records of common seal, grey seal, harbour porpoise or bottlenose dolphin within the Skerries and Causeway SAC (DAERA 2023) and it is likely that individuals have significant foraging grounds within the SAC and adjacent waters (closest records to the project are within the Portstewart Bay). The proposed project is a significant distance away, so given this spatial separation and nature of the proposal it is considered that there will be no significant effects on marine mammals highlighted within Skerries and Causeway SAC.

Due to the nature of the proposal being for battery storage, no significant effects associated with the operation of the project are predicted.

In the context of these qualifying interests, the potential for likely significant water quality and habitat deterioration effects as upon Skerries and Causeway SAC **can be excluded at screening stage**, in the absence of mitigation measures.

### 3.4.4 In Combination with Other Projects

Article 6(3) of the Habitats Directive requires that in-combination effects with other plans or projects are considered. On this basis, a range of other projects were considered in terms of their potential to have in-combination effects within the proposed project as set out below in Table 4.2.

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#### **Table 2: Other Plans and Projects considered**

Planning Ref.	Location	Description	Status
LA01/2023/0271/F	495m west of 255 Finvoy Rd, Rasharkin, Co. Antrim, BT44 8SD	Proposed installation of energy battery storage solution including battery enclosures, MV (Medium Volt) Switchgear, MV (Medium Volt) Inverter Transformers, LV (Low Voltage) / Auxiliary Transformer, internal access tracks, palisade fencing, landscaping and all associated ancillary works. Batteries to be lithium (50MW / 100Mh).	Granted
LA01/2023/0885/F	60 Bann Road Ballymena BT44 8TE	Construction of portal frame car cleaning garage, and part change of ground floor bar and restaurant to provide associated office. (Amended proposal)	Granted
LA02/2024/0464/O	Lands 360 metres east of No. 38 Maboy Road, Ballymena, BT44 8HG	Proposed off site replacement dwelling, access, landscaping and ancillary site works	Withdrawn
LA01/2023/0425/F	Lands to the rear of 4 Portna Road Rasharkin BT44 8SX	Proposed storage unit with associated car parking.	Granted

The projects considered in Table 2 have either been determined by the relevant planning authority not to have likely significantly affects or adversely affect the integrity of any European site or in cases where a planning decision has not yet been reached, the consultation responses of DAERA and Shared Environmental Services (SES) have been reviewed where available.

In all cases, pollution prevention measures have been conditioned to the respective planning permissions or proposed as part of the project for which permission is sought in cases where the application is yet to be determined. There are no identified effects that could act in combination with effects identified in this assessment to result in significant cumulative effects on European sites.

When the effects of the proposed project are considered in combination, there is no additive pathway for significant cumulative or in-combination effects which can be considered to significantly affect the qualifying interests or conservation objectives of European sites being assessed.



# 4 CONCLUSION

A Stage One Screening has been completed to identify the likely significant effects of a proposed project to support the creation of a BESS unit including a substation compound and an allowance for an attenuation basin on the Bann Estuary SAC, Magilligan SAC and Skerries and Causeway SAC. It is concluded that the proposed project is not directly connected with or necessary to the management of any European site; will not give rise to significant effects on the qualifying features of any European site; and will not give rise to significant effects with the other plans or projects.



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## **Figures**

Figure 1.0 Site Location Figure 2.0 European Sites



